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BOOK REVIEW/Arnold Beichman

Cloak and dagger in focus

Domestic Intelligence

Edited by Roy Godson
Lexington Books
\$14.95, 290 pages

Intelligence and Policy

Edited by Roy Godson
Lexington Books
\$14.95, 192 pages

I must at the outset, as they say in the British House of Commons, declare my interest. I am a founding member of the Consortium for the Study of Intelligence, sponsored by the National Strategy Information Center (NSIC), for whom these two volumes have been published by Lexington Books.

For social scientists like myself involved in teaching, researching, and writing about national security questions, the Consortium has since April 1979 not only proven of enormous value to its members but has afforded them an extraordinary opportunity to meet and question policy-makers in the field of intelligence.

Until the Consortium came along, there was practically no serious literature on intelligence; therefore little attention, at least academically, was paid to this subject, even in the best graduate schools. Yet intelligence — electronic or human — is not only an important resource for policy planners in decision-making; it is also a multibillion-dollar government expenditure. The intelligence process raises serious legal and ethical questions in a constitutional democracy.

Since the late 1960s and mid-1970s, when Congress began to look closely into the operations and administration of intelligence, the

intelligence community has had a difficult life. Its most intimate secrets were exposed in the media or in books, sometimes by former members of the CIA, sometimes by members of Congress with access to intelligence secrets.

In this period, little was actually done to examine, first, what it is that intelligence does and, second, what ought to be the intelligence requirements of the United States for the 1980s. Nevertheless, congressional investigations and congressional oversight of the intelligence community, plus the Freedom of Information Act, provided a tremendous amount of published official information essential in pursuing unclassified scholarly studies about the intelligence process and product.

The Consortium's purpose was educational in a much wider sense: to contribute to the national debate about intelligence, a debate in which there are usually more questions than answers. In other words, Consortium books are intended for the layman as well as the educator.

To enhance the value of the Consortium colloquia, certain rules were adopted, rules chiefly having to do with secrecy. Consortium members barred use of classified materials or off-the-record speeches by officials, however exalted their rank. It was agreed that all papers presented by participants or invited guests at the research-oriented colloquia would be published and distributed commercially.

The two books under review are the last of seven volumes published periodically under the skillful editorship of Professor Roy Godson of Georgetown University, one of the leading academic experts in the field of intelligence. Mr. Godson was also the Consortium's coordinator.

The first five books in this series

introduced the elements of intelligence and concentrated on the four principal elements of intelligence — analysis and estimates, counterintelligence, covert action, and clandestine collection.

The volume just published on domestic intelligence grapples with, in the words of NSIC president Frank R. Barnett, "the most sensitive issue

a free society can raise," namely, how individual freedoms and rights shall be limited in order to preserve the freedom of the entire political community. The metastasizing of global terrorism, the proliferation of cases of disloyalty by Americans in sensitive government posts, and the skills of the Soviet KGB have catapulted to center stage the issue of individual vs. societal rights. Merely to define "what constitutes a domestic threat," Mr. Godson points out, "has been a continuing problem in American history."

The last volume is, perhaps, the *primus inter pares* of the seven, because its contributors bring into focus what the intelligence debate is all about: the quality of U.S. intelligence depends in large part on the quality and coherence of U.S. national-security policy. Writes Mr. Godson: "The president, the principals of the National Security Council and the congressional oversight committees must actually develop an intelligence policy and shape U.S. intelligence agencies accordingly." It is to be noted that Mr. Godson omits the Department of State from the assignment of developing an intelligence policy.

This "summing up" volume contains seminal essays on the course of U.S. intelligence by an extraordinarily qualified group of academics and government officials, both line and staff.

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